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1962/10/28



THE JOINT CHIEFS OF STAFF
WASHINGTON 25, D.C.

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JCSM-831-62

OCT 28 1962

MEMORANDUM FOR THE SECRETARY OF DEFENSE

**Subject: Alternative Actions if Build-up in Cuba Continues
Despite Russian Acceptance of the Quarantine (U)**

1. As the President indicated in his speech, the quarantine of Cuba is the initial step in obtaining the withdrawal or removal of offensive missiles. He further stated that additional action would be forthcoming if the situation indicated such to be appropriate to accomplish these objectives.

2. Experience has shown that positive action pulls our Allies with us, whereas inaction results in doubt as to our resolve. Announcement of additional steps to increase the pressure is urgently required to demonstrate not only to the USSR and Cuba, but also to our Allies, that the United States is moving forward, as the President emphasized, to accomplish all the steps outlined in his message of 12 October 1962. The United States has the advantage now as the result of our forceful action, but the maintenance of that advantage must be maintained by application of additional force at timely intervals.

3. A series of direct and indirect actions against Cuba in the event that the President's objectives are not achieved in a timely manner and their offensive weapons are not eliminated are discussed below. [

4. For most actions. The following actions should be considered in order to maintain the initiative and put increasing pressure on Cuba to remove voluntarily their existing offensive weapons capability:

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a. Intensify efforts to extend denial of landing and overflight rights to planes en route to Cuba.

- Denies USSR air transport to Cuba
- Involves no serious risk of shooting incidents

Cons -

- Fails to force removal of offensive weapons
- Fails to remove Castro government

b. OAS continues to demand that Castro destroy or remove from the hemisphere all offensive nuclear weapons capability and submit to inspection and verification by OAS.

Pros -

- No further heightening of tensions
- Achieves US objective if accepted

Cons -

- Fails to remove Castro government and so does not eliminate possibility of reintroduction of weapons

c. [

- Provides intelligence required for execution of all contingency plans
- Maintains pressure on Cuba through continuing show of force

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d. Intensity psychological warfare efforts.



- ~~Exacerbates~~ anti-Castro sentiment in Cuba

- Does not provide basis for retaliation by Cuba/USSR

Cons:

- Fails to remove offensive weapons of Castro government

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C. Known actions

1. Aerial Demonstration over Cuba

(a) Day and night flights at irregular hours and at different altitudes.

(b) Fighter sweeps over Cuba in large numbers to show our overwhelming force and to bring home the "facts of life" to Cubans about their tenuous position.

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• Will increase photo coverage necessary to intelligence community and President.

• Fighter sweeps will be a demoralizing factor to the population.

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b. Conduct Cover Actions to Insure Salvage of Missile Systems

- Directly affects the satellite that we wish to eliminate.
- Capitalizes on assets available.

c. Case -

- Possible compromise of operations.

d. Add POL to the prohibited list

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- Will drastically reduce the military effort and bring the economy to a halt and create wide-spread political instability.
- Will put great pressure on Castro to dismantle missile bases.

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- Mission will not be immediately eliminated.
- United States would eventually be subject to criticism for humanitarian reasons.

e. If total POL blockade is not considered desirable at this time, a diplomatic campaign for POL could be pursued.

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- Will eventually bring military effort to a halt.
- Does not expose the United States to criticism on humanitarian grounds.

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- Missiles will not be eliminated for a long time.

1. Total Sea Blockade

- Further build-up prevented.
- Will bring economy to a halt and exert great pressure on Castro to dismantle missile bases.
- Much easier to enforce than partial blockade.

Cons -

- Missiles will not be immediately eliminated.
- United States would be subject to criticism because of humanitarian aspects.

2. Air Blockade

(1) Administrative harassment

(2) Air defense harassment

(3) Denial of Blue aircraft within 50 miles of US territorial waters and air space

(4) Seizure and destruction of Blue aircraft within 50 miles of the United States and Cuba

Pros -

- Steps up the blockade effort to maintain initiative.



Blue Martin air carriers will be vulnerable for retaliation.

3. Offensive Strikes. Selective strikes on 11 MRBM missile sites and jet fields (Reference Appendix II).

Pros -

- If completely successful, will eliminate known MRBM missile threat.

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- Could result in Cuban uprising and possible overthrow of Castro government.

...demonstrates that the United States is withholding all action against Cuba in favor of elimination of immediate nuclear threat only.

Cuba

- Heightens tensions and could result in escalation.
- Subjects the United States to criticism for humanitarian reasons as well as for aggression.
- Will not immediately solve the problem or immediately eliminate communism from Cuba.

Free Invasion

Pros

- Definitely removes the offensive threat.
- Eliminates the Castro government.
- Removes Soviet influence in Cuba.
- Indicates to GDS and to NATO the will of the United States to protect the Free World from Communist aggression.

Cons

- Heightens risk of present war.

- Castro may launch any offensive weapons not neutralized by initial air strikes.

- Places the United States in danger of aggression in world opinion. However, opportunity for the United States to set up a model government and a viable economy should counter this in the long run.

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For the Joint Chiefs of Staff

MEMORANDUM

MANWELL L. TAYLOR

Chairman

Joint Chiefs of Staff

Attachment

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